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This report presents an analysis of the special training needs of inmates in correctional institutions in recognition of the contribution that occupational training can make in restoring the ex-prisoner as a productive member of our society and reducing the great recidivism. The bulletin presents a profile of characteristics of prison inmates and analyzes some of the handicaps they face in the job market. Although more than 100,000 persons leave Federal and State prisons each year, few of them receive the kind of training in prison which would enable them to compete successfully for jobs. At least one-third of all releases from Federal and State correctional institutions return as prisoners. Specific topics covered in this report include: the kinds of jobs held before imprisonment, the training and education available in correctional institutions, and the employment experience of releases. (CH)

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TRAINING NEEDS IN CORRECTIONAL INSTITUTIONS

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U.S. DEPARTMENT OF LABOR: W. WILLARD WIRTZ, Secretary
MANPOWER ADMINISTRATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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TRAINING NEEDS IN CORRECTIONAL INSTITUTIONS

U.S. DEPARTMENT OF LABOR: W. WILLARD WIRTZ, Secretary
MANPOWER ADMINISTRATION

PREFACE

Under the Manpower Development and Training Act of 1962, as amended, the Secretary of Labor is required to develop and compile information relating to the manpower situation in the United States. This analysis of the special training needs of inmates in correctional institutions was undertaken in recognition of the contribution that occupational training could make in restoring the ex-prisoner as a productive member of our society, and reducing the rate of recidivism. This bulletin presents a profile of the characteristics of prison inmates and analyzes some of the handicaps they face in the job market.

This report was prepared by Joseph W. Collins, Jr., with the assistance of Richard Weisberg. Statistical assistance was provided by Anna M. Latimer. The study was conducted under the general direction of William Paschell, Chief of Special Manpower Problems Research Group, Office of Manpower Policy, Evaluation, and Research, Manpower Administration.

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INTRODUCTION

Although more than 100,000 persons leave Federal and State prisons each year, few of them receive the kind of training, while in prison, which would enable them to compete successfully for jobs. An even larger number of releasees, many of them teenaged youth, leave local correctional institutions in cities and towns where modern training programs are, for the most part, not available. Most penologists emphasize that the purpose of imprisonment should be rehabilitation rather than punishment and that training and education are important instruments for rehabilitation. Our society, however, has not provided the facilities and personnel needed to develop the work skills of prisoners.

Most offenders, when they enter penal institutions, have little training or occupational skills. Many of them have had unstable employment experiences, long periods of unemployment, and have poor attitudes toward work. Unfortunately, they generally leave prisons with little or no improvement in either their work skills or work attitudes.

The releasee who enters or re-enters the labor force today is handicapped by his penal record as well as his lack of skills. This additional burden makes it particularly difficult for him to find a job in an economy in which opportunities for the inadequately educated and trained are often scarce.

His lack of education and low vocational skills undoubtedly contribute to his inability to adjust to the world of work, and are apparently significant factors in his high rate of return (recidivism) to correctional institutions. At least one-third of all releasees from Federal and State correctional institutions return as prisoners.

The annual cost to the economy of maintaining the entire penal system, including police, parole officers, and the courts, has been estimated at $2 billion.[1] Only a small percentage of this amount is now being utilized for training purposes.

This report provides information about the characteristics of the inmate population, the kinds of jobs they held before imprisonment, the training and education available in correctional institutions, and the employment experience of releasees. Reference is also made to currently sponsored Department of Labor experimental and research projects which point up new approaches to the employment problems of young and adult offenders. Suggestions are offered for policy and programs to meet training needs of youth and adults in correctional institutions.

[1] Edith Green, "Crime and Correctional Rehabilitation," *Congressional Record*, Vol. CXI, No. 6 (January 11, 1965), p. 490.

A PROFILE OF PRISONERS

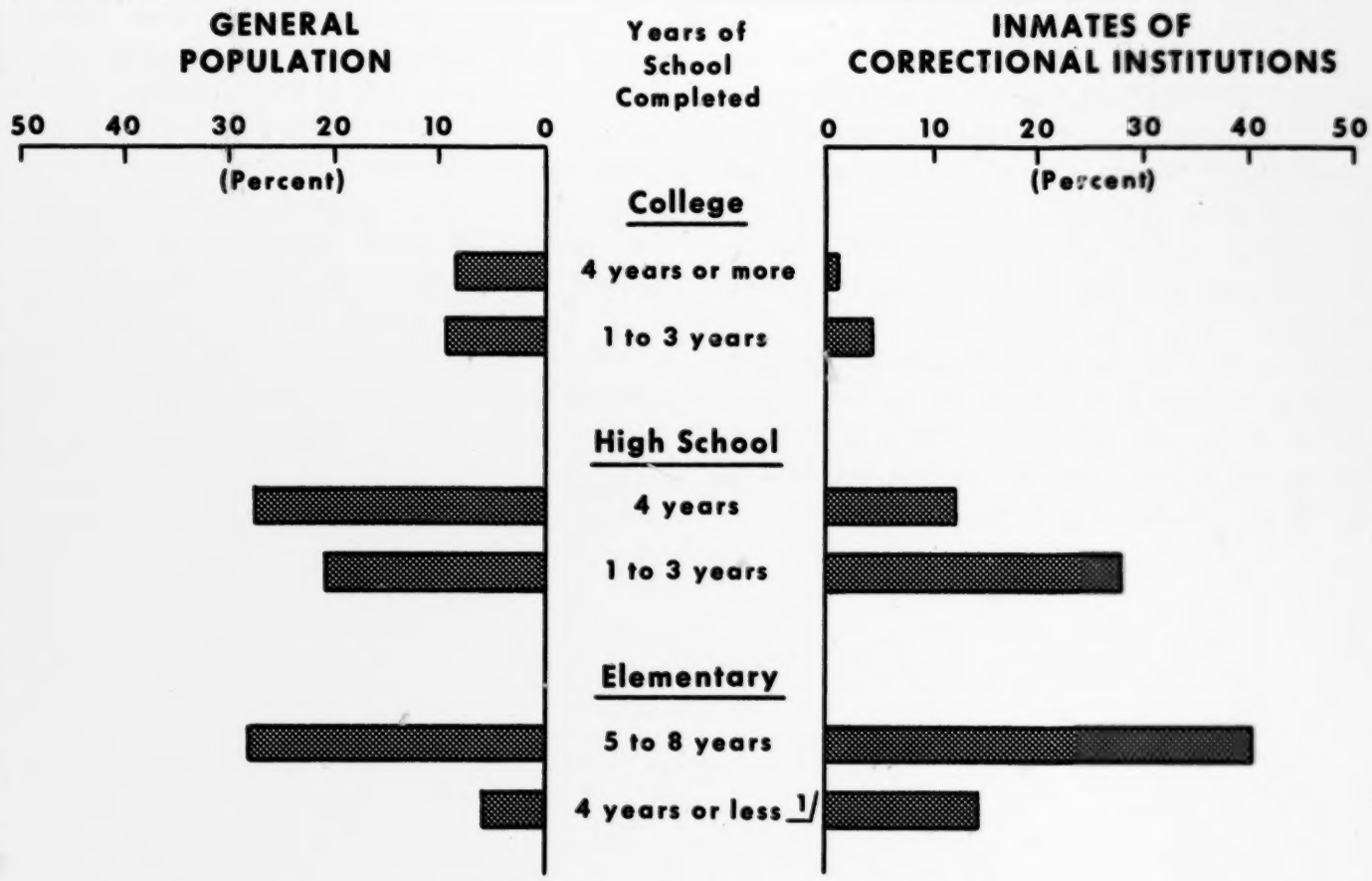
About 95 percent of all prisoners are male.[2] Almost two-thirds of the prison population are less than 35 years old. (See appendix A, table 1.)

[2] These and other data in this section, unless otherwise noted, are from the Bureau of the Census, *1960 Census of Population.*

A significant number of prisoners come from broken homes. According to many authorities, the intelligence of prisoners does not differ markedly from the general population. However, most adult prisoners are school dropouts.

CHART 1. MORE THAN HALF OF ADULT PRISONERS NEVER PROGRESSED BEYOND ELEMENTARY SCHOOL

Educational Attainment of Persons Aged 25 to 64, Under Custody in Correctional Institutions, and in General Population, April 1960

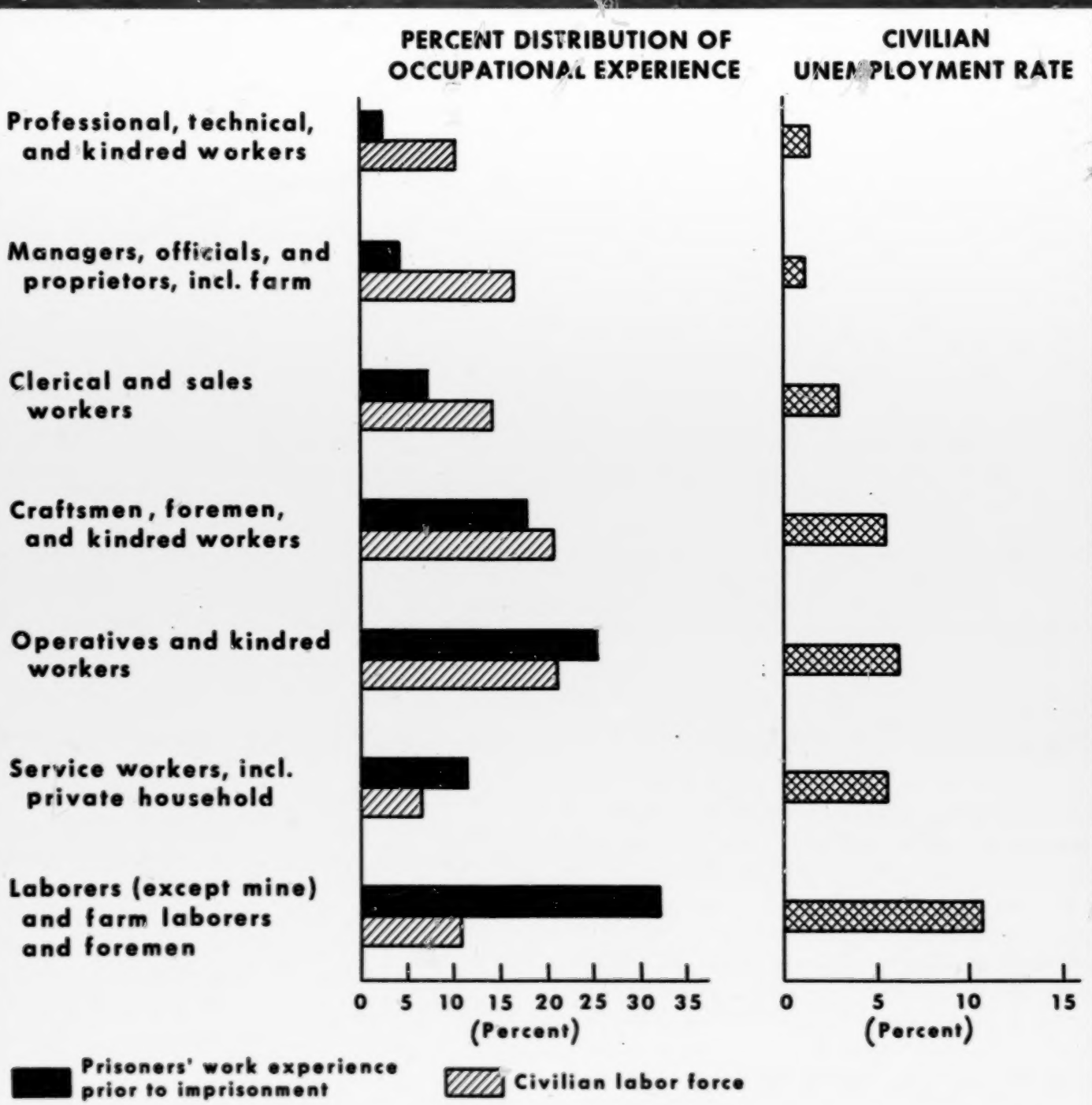


1/ Includes "no years of school completed."

Source: U.S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on data from the U.S. Department of Commerce, Bureau of the Census.

Chart 2. THE MAJORITY OF PRISONERS HAVE WORKED IN OCCUPATIONS THAT REQUIRE THE LEAST SKILL AND HAVE THE HIGHEST UNEMPLOYMENT RATES.

Occupational Experience Reported by Prisoners Before Imprisonment and by the Civilian Labor Force, and the Civilian Unemployment Rate, April 1960 1/


PERCENT DISTRIBUTION OF OCCUPATIONAL EXPERIENCE
CIVILIAN UNEMPLOYMENT RATE
Professional, technical, and kindred workers
Managers, officials, and proprietors, incl. farm
Clerical and sales workers
Craftsmen, foremen, and kindred workers
Operatives and kindred workers
Service workers, incl. private household
Laborers (except mine) and farm laborers and foremen
0 5 10 15 20 25 30 35
(Percent)
0 5 10 15
(Percent)
Prisoners' work experience prior to imprisonment
Civilian labor force

1/ All data are for males only; since the correctional institution population is 95 percent male, data for males were used to eliminate the effects of substantial differences between male and female occupational employment patterns.

Source: U. S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on data from U.S. Department of Commerce, Bureau of the Census.

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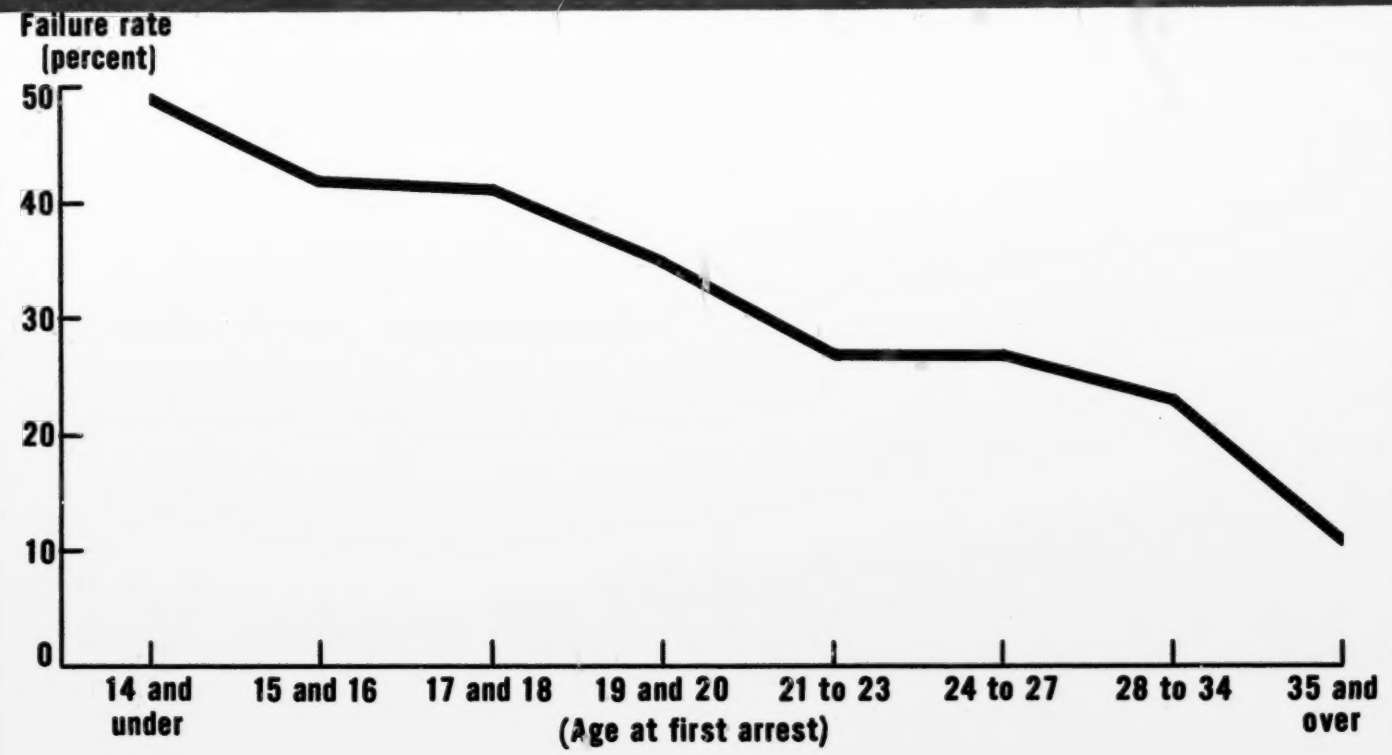
Chart 3. THE YOUNGER A PRISONER WAS WHEN FIRST ARRESTED, THE MORE LIKELY HE IS TO RETURN TO PRISON.

Post-release Failure Rate[1] of Federal Prisoners, in Relation to Age at First Arrest



[1] Return to a correctional institution for violation of parole or commission of a new offense.

Source: U.S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on a study by Daniel Glaser, of 1,015 Federal prisoners released in 1956, reported in The Effectiveness of A Prison and Parole System, New York (Bobbs-Merrill Co.) 1964.

EDUCATIONAL ATTAINMENT

More than four-fifths of the prison inmates between the ages of 25 and 64 in 1960 had not completed high school, compared with about half of the general population of the same ages. In fact, more than half of the adult prisoners, as compared with about one-third of the general population, had not reached secondary school. (See chart 1.)

OCCUPATIONAL EXPERIENCE

Far higher proportions of male inmates than of the general male population have been employed in occupations requiring little training or education. In April 1960 about a third of the prison population reported that unskilled labor had been their last occupation prior to imprisonment, whereas only about one-tenth of the civilian labor force worked as laborers. Workers employed as laborers have consistently higher unemployment rates than workers employed in other occupations. Only about 1 out of every 7 inmates had been employed as a white-collar worker in professional, technical, managerial, and clerical and sales jobs. (See chart 2.) In contrast, almost 2 out of every 5 workers in the general population had been employed in white-collar jobs.

AGE

Approximately 30 percent of all male prisoners are from 15 to 24 years old. Almost 20 percent are between 20 and 24 years old, the crucial period when most young men are starting careers and beginning family life. About 10 percent of all

prisoners are teenagers. (See appendix A, table 1.) During this important formative period most of these youngsters are being exposed to values and attitudes which could scar them for the rest of their lives.

The younger a person is when first arrested, convicted, or confined for a crime, the more likely it is that the pattern of arrest, conviction, and confinement will be repeated. For example, a study of more than 1,000 Federal releasees showed that more than 40 percent of the prisoners who had been arrested at age 17 or 18 returned to prison again, but only about 25 percent of those imprisoned at ages 28 to 34 returned.[3] (See chart 3.)

[3] Daniel Glaser, *The Effectiveness of a Prison and Parole System* (Indianapolis: The Bobbs-Merrill Co., Inc., 1964), p. 37.

WORK ACTIVITIES AND TRAINING IN PRISONS

Most inmates in Federal and State institutions are in prison long enough to receive vocational training which would enable them to re-enter the job market with higher levels of skills than when they first came to prison. Despite the deficiencies in their level of education, the intelligence of prisoners is not too different from the general population.[4] Thus, many well-motivated inmates in penal institutions probably have the capacity to absorb vocational as well as academic training.

WORK ACTIVITIES

Most prisons are more concerned with providing work activity for prisoners than training. The work activity for prisoners is limited by requirements that inmates perform services or make products for use in the prison system itself or in other governmental agencies. The inmates are generally employed under policies which seek to avoid significant competition with private enterprise. These factors, to a large extent, tend to isolate prison industries from the economic realities of our society.

Within State institutions, most of the production carried out by the prison industries can be performed by workers with little or no skill. Inmates of State institutions typically produce license plates, signs, soap, concrete blocks, mattresses, and prison garments. Others work in canneries on the State farms and in rock quarries or in other outdoor manual labor.

Since markets for goods produced in State prisons are so limited, the State institutions cannot provide employment for all the inmates. Even when employment in prison industries is combined with the maintenance jobs, it still does not require a full 40-hour week with the regularity expected in outside employment.[5]

The Federal system provides a wider work experience due to the large special market for which it produces, which includes the military. But, as already noted, the vast majority of releasees do not benefit from this situation because most are from State (86 percent) and not Federal (14 percent) institutions. Federal inmates also have the opportunity to be trained on more modern equipment available in Federal institutions. However, in 1963, only 22 percent of all Federal prisoners were employed by the Federal Prison Industries.

FORMAL VOCATIONAL TRAINING PROGRAMS

Vocational training within a prison may take two forms. It may be on-the-job training involving work in prison industries or prison maintenance, with instruction from job foremen supplemented by theoretical instruction in classrooms by vocational teachers, or it may be formal vocational courses similar to those given in vocational schools. Such courses may provide training for jobs as auto mechanics, body and fender repairmen, radio and TV repairmen, office machine repairmen, welders, plumbers, draftsmen, or as hospital aides, waiters, and in a host of other trades and services.

About half (12,000) of the Federal inmates were receiving some vocational training in 1963 in a variety of subjects and trades. About 85 percent (10,000) of those receiving training were enrolled in on-the-job training involving work in the prison industries or prison maintenance. The other 2,000 were enrolled in formal training programs comprised of full-time classroom and shop instruction.[6]

While some advanced programs for vocational training are found in several of the State prison systems, these are generally pilot programs and involve only a small percentage of the inmates.[7]

[4] Ibid., p. 261; Raymond R. Gilbert, "Massachusetts Points Way to Better Prisoner Rehabilitation," *Rehabilitation Record* (October 1963), p. 18; C. J. Eckenrode, "What Makes Correctional Education Correctional?" *Journal of Correctional Education*, Vol. XVII, No. 2 (April 1965), p. 7.

[5] Glaser, op. cit., p. 226.

[6] Paul O. Jones, "We Train Dropouts," (*Industrial Arts and Vocational Education/Technical Education* (June 1965), pp. 26, 43–44.

[7] Fred Dickson, "An Organized On-The-Job Training Program in Operation," *Proceedings of the American Correctional Association* (1963), pp. 220–221.

There was only 1 vocational or trade instructor for every 370 inmates in State prisons in 1962. In contrast, there was 1 vocational instructor for approximately every 40 students in public secondary vocational education schools.

INCENTIVES TO TRAINING

Under the prison industry system, most prisons offer wages and time off from sentences to encourage prisoners to do production work. This also applies to work on prison farms, but generally not to maintenance and service work. Consequently, many inmates are induced to work in the many low-skilled jobs available in prison industries or on the farms. Some of the service jobs performed in prison provide unstable employment in today's civilian job markets. In contrast, relatively few inmates perform skilled maintenance work and service activities which can broaden their employment opportunities upon release.

POST-RELEASE EMPLOYMENT EXPERIENCE

Although most correctional institutions require that prisoners, before being paroled, give evidence of a promise of a job, most releasees face difficult employment problems. A recent study shows that during the month following release, only about 1 of every 4 Federal releasees was employed at least 80 percent of the time,[8] and 3 out of 10 were totally unsuccessful in obtaining employment. After 3 months, only about 4 out of 10 had worked at least 80 percent of the time, and nearly 2 out of 10 still had been unable to find work of any kind during the entire period.

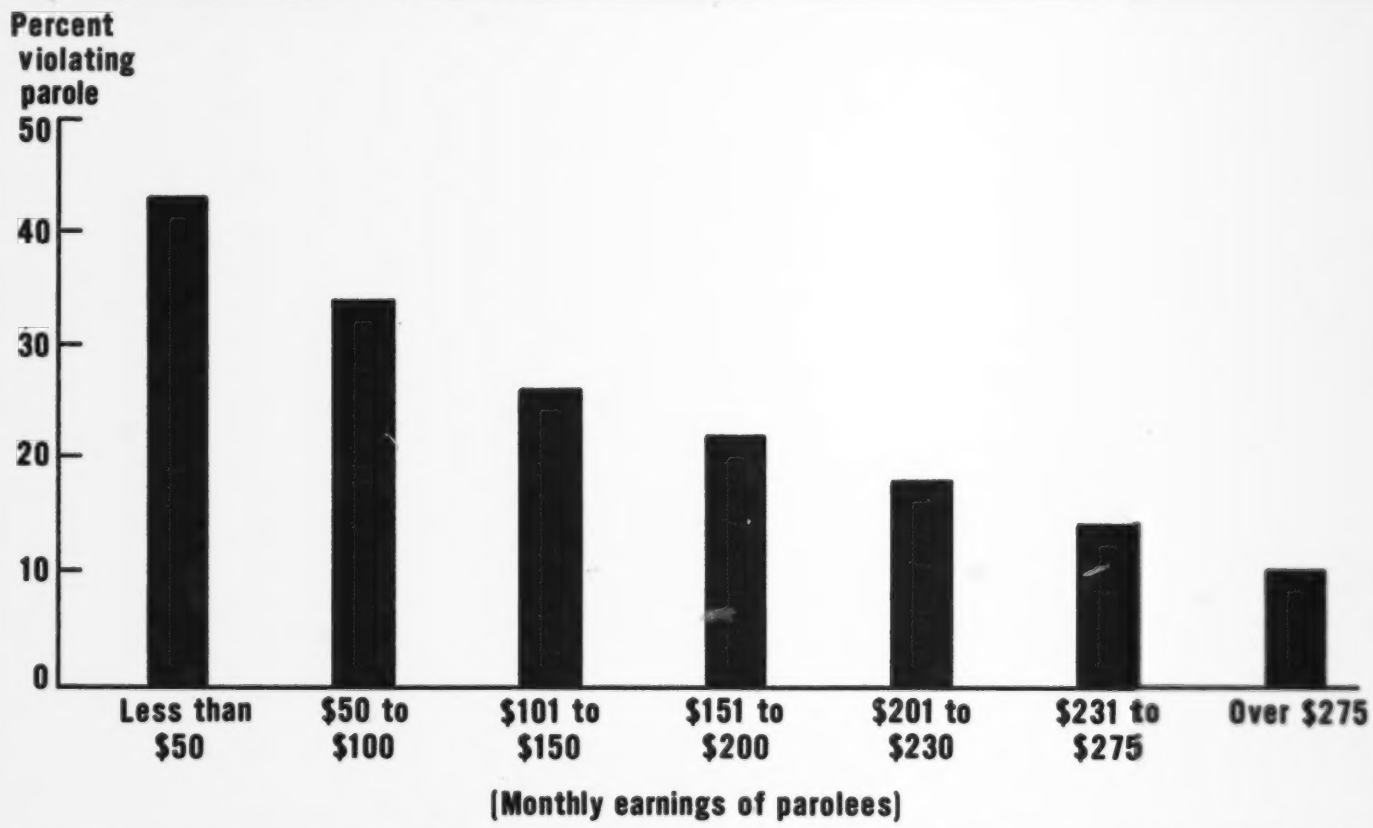
[8] Glaser, op. cit., p. 328.

Obviously, a releasee who is unable to support himself is subject to pressures which may lead again to crime and a return to prison. A study of parolee earnings in Virginia over a 12-year period and the proportion of parole violators shows a direct relationship between low earnings and high parole violations. For example, more than 40 percent of the releasees who had monthly incomes of less than $50 violated parole, as compared with 10 percent of the releasees who earned more than $275 a month.[9] (See chart 4.)

[9] *The Virginia Parole System—An Appraisal of Its First Twelve Years* (Charlottesville, Va.: Bureau of Public Administration, University of Virginia, May 1955), p. 106.

Chart 4. PAROLE VIOLATIONS DROP AS INCOME RISES.

(Based on a Study of Parolees in Virginia)



Source: U.S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on data from the Bureau of Public Administration, University of Virginia, reported in The Virginia Parole System, Charlottesville, Va., May 1955.

Although many employers will not hire any former prisoner, an increasing number will consider those who possess the skill required for available jobs. The lack of extensive or skilled work experience has been characterized as the primary barrier to employment, rather than a criminal record.[10]

OBSTACLES TO EMPLOYMENT

The ex-prisoners' work difficulties are compounded by the prevalence of State and local government restrictions on their employment. For example, these restrictions may hinder getting an automobile operator's or a chauffeur's license; or getting a government job, or working in a business associated with alcoholic beverages. Thus, an ex-prisoner may be denied a job in a hotel or restaurant. The ex-felon may find it difficult in some States to obtain a barber's permit or employment with government contractors.[11] This restrictive pattern prevails, in varying degrees, throughout most of the country.

Since many bonding companies refuse to provide bonds for ex-prisoners, they are unable to find jobs in financial institutions and insurance companies. Both of these economic activities represent the more rapidly expanding areas of employment.

Most releasees need special assistance in finding jobs. The available placement services, however, are quite limited. In the entire Federal system there are only a total of 12 employment placement officers; 7 are employed in regular Federal penal institutions and 5 in special pre-release guidance centers. Many parole officers try to assist paroless in finding jobs but they have such large case loads they are unable to provide the necessary individual attention.

Many ex-prisoners also need special social services to assist in meeting family and psychological problems. Only a small percentage of releasees make use of social agencies; many of the releasees do not even know how to secure help for their problems.

[10] Glaser, op. cit., p. 361.

[11] "What's New in the Employment of Ex-Prisoners?" *Correctional Research*, ed. Albert Morris (Boston: United Prison Association of Massachusetts, November 1959), Bulletin No. 9, p. 11.

DEVELOPMENTS UNDER THE MDTA

Under the Manpower Development and Training Act of 1962 (MDTA) and its amending legislation,[12] the Department of Labor has sought to recognize the special training needs and employment problems of prisoners and releasees. The Department has sponsored several projects under the MDTA to demonstrate means of assisting former offenders in getting jobs. These projects stress training for prisoners in occupations where employment opportunities exist. They also underscore the need for extensive job development efforts and the provision of services such as counseling and guidance to inmates through the local employment service.

In the Restoration of Youth Through Training project, undertaken at the correctional institution on Rikers Island in New York City, about 100 young inmates were trained to operate auxiliary data processing machines. The 2-month training course provided basic literacy instruction with job training and self-management counseling. After their release, the young ex-prisoners were given placement, counseling, guidance, and family referral services.

The preliminary findings of this research project indicate that: (1) most of the trainees were capable of absorbing the training necessary to operate data processing equipment, even though they were school dropouts, and (2) youthful inmates can be given meaningful vocational training even during a relatively short prison term.

An experimental and demonstration project at Draper Correctional Center in Elmore, Ala., is also concerned with the training and placement of youthful inmates. Vocational training is being offered for jobs as combination welder, small electric appliance repairman, and technical writer. Intensive counseling and both social and basic education courses are complementing vocational training.

The experimental features of this project will explore whether:

1. Intensive vocational and personal counseling can alleviate the behavioral problems of these inmates, enabling them to become working members of our society who are capable of adjusting to the demands placed upon them.
2. Direct family counseling can effect an easier transition from the prison to the home and also improve the community's acceptance of the individual.
3. Volunteers can be recruited from the surrounding communities to assist in the prerelease program.
4. The community can be induced to establish local committees to sponsor individual inmates who will be paroled to the community.

One experimental and demonstration project which the Department of Labor is supporting in cooperation with a private research foundation and other government agencies provides services for approximately 1,000 released youthful misdemeanants and felony offenders. The project, scheduled for completion in mid-1966, will (1) test, select, counsel, provide work experience, evaluate, and refer to training the youthful subjects, and (2) emphasize the development of new jobs in service occupations and new methods of opening up existing but previously unobtainable jobs in the Washington, D.C., area to the disadvantaged youth.

A pilot research study by the University of Maryland, supported by the Department of Labor, will analyze the employment problems of released prisoners and evaluate their post-release employment in light of their previous educational background, job experience, and in-prison training. The information gathered will serve as a basis for recommendations to improve vocational training in correctional institutions and increase employment opportunities of releasees.

[12] P.L. 87-415, Mar. 15, 1962, 76 Stat. 24-33, as amended by P.L. 87-729, Oct. 1, 1962, 76 Stat. 679; as amended by P.L. 88-214, Dec. 19, 1963, 77 Stat. 422; as amended by P.L. 89-15, Apr. 26, 1965, 79 Stat. 75.

The Manpower Development and Training Act was amended in 1965 to provide an exploratory program which will help releasees meet bonding requirements of employers. Under the amendment, experimental and demonstration projects will be developed to assist in the placement of persons seeking employment through a public employment office. Persons eligible for these projects must have participated in a federally assisted or financed program of training, counseling, work training, or work experience, but might be denied employment for reasons other than ability to perform, including difficulty in securing bonds. This program will protect employers against loss from infidelity, dishonesty, or default of employees.

YOUTH OPPORTUNITY CENTERS AND DELINQUENT YOUTH

The United States Employment Service, through its affiliated State agencies, is now establishing Youth Opportunity Centers throughout the country to serve all youth, 16 to 21 years of age. While these youth employment offices will serve all youth, emphasis will be given to serving those who are out of work, who have no special job skills, and who are disadvantaged because of poverty, race, or environment.

These Centers will also provide preemployment counseling services to delinquent youth and youth who have shown signs of delinquent behavior. With individualized service and intensive counseling, it is hoped that these youths will become employable. Special efforts will be made to work closely with probation officers and other correctional institution personnel. In addition to being given counseling, testing, and placement services, youth will be directed to work experience and training programs, such as Job Corps, Neighborhood Youth Corps, and MDTA.

The United States Employment Service, in cooperation with the Office of Juvenile Delinquency and Youth Development (Department of Health, Education, and Welfare), plans to develop several special demonstration projects in selected Youth Opportunity Centers to demonstrate more effective methods and techniques of serving youth with behavioral problems. Emphasis in these projects will be given to the use of nonprofessional volunteers in "reaching" such youth and to group methods in providing literacy and prevocational training, counseling, and job and social adjustment training. One such project was being developed in the fall of 1965 in Denver, Colo., in which, hopefully, a "halfway house" will be established, in cooperation with a Youth Opportunity Center, to serve youth whose families and homes are severely deprived.

If such projects prove effective in demonstrating that these youth with training can adjust successfully to work situations within their communities, these methods will be introduced into the operating programs of other Youth Opportunity Centers established throughout the country.

TRAINING NEEDS AND NEW POLICIES

The potential contribution of vocational training as a means of reducing recidivism and restoring releasees to productive lives should be more fully explored and tested in correctional institutions. Many releasees who return to society as poorly equipped with vocational skills and training as when they entered correctional institutions cannot be expected to break out of the pattern of insecure employment and low wages associated with unskilled jobs. It is unlikely that a high proportion of prisoners can be rehabilitated as long as available funds and programs reflect the philosophy that restriction of movement and isolation from society are all that is needed to bring about changes in those who break the law. Society must recognize that although an investment in providing skills for prison inmates is a calculated risk, it can be a potent instrument for rehabilitation. Without this basic foundation in training, all other techniques for rehabilitation may not be as effective as expected.

Some progress is being made through new and proposed legislation and experimental programs to meet the growing problems of crime. However, few of these measures take into account the importance of meeting the training needs of inmates in penal institutions.

For example, "released time" permits inmates to work for private employers outside of the institution, and thus enables prisoners to gain needed work experience. Under a new Federal rehabilitation law, the Attorney General can authorize Federal prisoners to work at paid employment or participate in a training program in the community.[13] Laws in 19 States now provide work release arrangements for selected inmates in State institutions. Under a recently established policy, the Department of Labor can approve training for prison inmates who are released to the community under work release laws or similar statutes.[14]

"Halfway houses" enable recently released prisoners to make the transition from prison to a normal life by letting them work in the community and live in centers where they are provided personal counseling and employment adjustment assistance. The "job development" experience emphasizes the need for special efforts required to help former inmates find and continue in jobs. Associated with job development is the urgent need to make bonding arrangements available for former inmates where required by employers.

As expressed by President Johnson in his message to the Congress on law enforcement and the administration of justice, "The long-run solution to . . . crime is jobs, education, and hope."[15] Unless correctional programs include expanded training opportunities, which can provide education and hope, the long-run solution to crime may never be fully realized.

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[13] An act to amend section 4082 of title 18, United States Code, to facilitate the rehabilitation of persons convicted of offenses against the United States.

[14] See appendix B.

[15] President's Message to Congress on Law Enforcement and the Administration of Justice, March 8, 1965.

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APPENDIX A

ABLE 1. AGE AND SEX OF PERSONS UNDER CUSTODY IN CORRECTIONAL INSTITUTIONS, 1960 [1]

Age group	Total, both sexes		Number	
	Number	Percent distribution	Male	Female
Total, all ages	346, 015	100. 0	329, 672	16, 343
14 and under	735	. 2	606	129
15–19	31, 872	9. 2	30, 130	1, 742
20–24	65, 421	18. 9	62, 729	2, 692
25–29	58, 116	16. 8	55, 332	2, 784
30–34	53, 198	15. 4	50, 617	2, 581
35–39	43, 629	12. 6	41, 396	2, 233
40–44	30, 802	8. 9	29, 414	1, 388
45–54	39, 956	11. 5	38, 244	1, 712
55–64	17, 190	5. 0	16, 451	739
65 and over	5, 096	1. 5	4, 753	343

[1] Includes Federal and State prisons and reformatories and local jails and workhouses.

Source: U.S. Department of Commerce, Bureau of the Census.

TABLE 2. EDUCATIONAL ATTAINMENT OF ADULTS UNDER CUSTODY IN CORRECTIONAL INSTITUTIONS, AND OF THE GENERAL POPULATION, FOR SELECTED AGE GROUPS, 1960 [1] (PERCENT DISTRIBUTIONS)

Years of school completed	25 to 64 years		25 to 34 years		35 to 44 years		45 to 64 years	
	General population	Inmates	General population	Inmates	General population	Inmates	General population	Inmates
Total	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0
Elementary:								
4 years or less [2]	6. 0	14. 4	3. 1	10. 2	4. 3	15. 4	8. 9	21. 1
5 to 8 years	28. 0	40. 3	16. 4	39. 1	22. 4	39. 7	39. 0	43. 7
High School:								
1 to 3 years	20. 7	27. 6	22. 4	33. 6	21. 6	25. 4	19. 0	18. 7
4 years	27. 5	12. 4	35. 9	12. 6	33. 1	13. 6	18. 4	10. 2
College:								
1 to 3 years	9. 4	4. 2	11. 3	3. 9	9. 7	4. 6	8. 1	4. 4
4 years or more	8. 4	1. 1	11. 0	. 6	8. 8	1. 2	6. 6	1. 8

[1] Includes Federal and State prisons and reformatories and local jails and workhouses.
[2] Includes "no years of school completed."

NOTE: Because of rounding, figures may not total 100.0.

Source: U.S. Department of Commerce, Bureau of the Census.

APPENDIX B

The following policy was recently adopted by the Department of Labor to provide training under the Manpower Development and Training Act for prison inmates selected to participate under work release laws and similar statutes. * * * Training projects under the MDTA may be approved for the training of prison inmates who are eligible for release under a work release law or similar statute.

(a) *Project approval.* Such projects must meet the standards and criteria applicable to MDTA projects generally. These include but are not limited to the following:

(1) The correctional institution for which the training is being carried out has not reduced or is not reducing its own level of expenditures for vocational education and training;

(2) There is reasonable expectation of obtaining suitable full-time work in the occupation for which the training is being given. Since prison inmates are a group lacking a complete freedom of choice, more than ordinary care should be exercised to assure that the occupations selected for training are of a type that pay adequate wages, and that will not subject them to exploitation in employment, or, by contributing to an over supply of workers in the occupation, tend to depress the wage level;

(3) During the course of training no goods are produced for commerce except those produced in OJT projects which meet the requirements generally applicable for the approval of such projects, including those related to wages, hours, and working conditions. In no case may a project directly sponsored by a penal institution be funded by MDTA if it produces goods for commerce;

(4) The proposed project is subject to review by the local manpower advisory committee, in the area where the prison is located, in the same manner that other MDTA projects are reviewed.

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